

**Return on Investment Program Funding Application - FY09**  
**Iowa Attorney General's Office**

**Date:** July 16, 2007  
**Agency Name:** Iowa Attorney General's Office  
**Project Name:** Law Enforcement Data Exchange Project  
**Agency Manager:** Eric Tabor, Chief of Staff, 281-5191; etabor@ag.state.ia.us  
**Executive:** Attorney General Tom Miller

**Amount of Fund Requested:** \$25,000.00

**Section I: Project Description.**

The Iowa Attorney General's Office ("AG's Office") is submitting this application to supplement a federal Byrne grant request recently made by the Iowa County Attorneys' Case Management Project. ("Project"). (The Byrne grant request is attached.) The Project consists of a group of county attorneys who are dedicated to improving the efficiency and effectiveness of services in county attorney offices across Iowa, as well as improving services provided to victims and other justice agencies with whom the county attorneys work. The Project is accomplishing these goals by (a) adopting a common case management application (ProLaw), (b) integrating word processing, calendaring, and imaging functions, and (c) exchanging data with other justice agencies.

The Project has made great strides in facilitating the sharing of justice information among Iowa county attorneys, the Iowa Department of Corrections, and Iowa courts. But, there is much more that needs to be done in Iowa to efficiently share and use law enforcement data. One important step would be to engage the AG's Office in the Project's efforts.

The Office has been a long-time user of ProLaw which is the legal case management software used by the Project. However, the Office is running an older version of ProLaw and needs resources to upgrade to the version used by the Project. The Office also needs resources to upgrade its technical capacity in order to access and use data collected by Project participants.

Data sharing with county attorneys would result in substantial time savings for the AG's Office in three main areas: criminal prosecutions, criminal appeals, and sexually violent predator prosecutions.

To this end, the Project has included about \$67,000 in its Byrne grant request to enhance the computer technology of the AG's Office. The money would be used by the AG's Office for two purposes: (1) Upgrading from ProLaw Version 9 on Sybase 7 to ProLaw Version 11 on MSSQL. (2) Carrying out computer programming so that the ProLaw data fields used by the AG's Office can be mapped to the ProLaw data fields used by the county attorneys. In this way, data collected and entered into ProLaw by county attorneys can be automatically exchanged with the AG's Office. Likewise, data collected by the AG's Office can be automatically shared with county attorneys.

The amount in the Byrne grant request will pay for computer programming to facilitate data exchanges between the AG's Office and county attorneys in criminal appeal cases and sexually violent predator prosecutions, but is not be sufficient to pay for programming to facilitate data exchange between the AG's Office and county attorneys in criminal cases referred by county attorneys. **This application is for \$25,000.00 to pay for computer programming to facilitate data exchange between the AG's Office and county attorneys for criminal cases referred to the AG's Office by county attorneys.**

## **Section 2. Expected Results.**

In Iowa, county attorneys handle all original prosecutions of crimes unless there is a conflict of interest or a lack of resources. In these circumstances, a county attorney can refer the case to the AG's Office to handle alone or in collaboration with the county attorney. For the five-year period 2002-2006, the AG's Office assisted or prosecuted an average of 161 of these cases per year.

County attorneys in the Project collect and enter extensive data about a criminal case into ProLaw. Moreover, tremendous resources are expended in (a) keeping the AG's Office informed of the status of the case, (b) coordinating subpoenas and other documents and (c) notifying the AG's Office of victims in the case, upcoming court dates and other matters related to the prosecution. If the criminal prosecution data exchange proposed here was implemented, then this data could be directly imported into the AG Office's ProLaw database when a county attorney referred the case. This would not only eliminate the need for the AG's Office to re-enter data into ProLaw, but would provide prosecutors in the AG's Office with very useful information not currently collected by the AG's Office.

Here is an example: Recently, Van Buren County experienced a horrendous crime in which a man murdered his parents and his three sisters. The county seat is a three-hour drive from Des Moines. As the Van Buren County Attorney is a part time prosecutor, he requested the assistance of the AG's Office in this case. The AG's Office successfully won a conviction. If a data exchange had been in place for this criminal prosecution to assist in the sharing of information between Van Buren County and the AG's Office, it would have greatly reduced functions that took hours or days to mere seconds.

## **Section 3. Enclosure 1 is attached.**

Table One lists the cost of this computer programming project - \$25,000.00.

Table Two indicates that 100% of the computer programming costs would come from the pooled technology fund, although the AG's Office would provide staff time to assist the programmers; the amount of staff time is difficult to estimate.

Table Three projects reductions in expenses for the Area Prosecution Division of the AG's Office. The reductions are based on time savings that would accrue if the data exchange

for criminal prosecutions was in place. The time savings include (a) 15 minutes per case currently expended by an attorney supervisor to collect information about a case, (b) 30 minutes per case for a legal secretary to enter data into ProLaw, and (c) 30 minutes per case for a victim witness coordinator to collect information about the victim involved in the case. The dollar figures are based on salaries and benefits for this staff time, with merit raises and cost-of-living increases included in the out years. (The numbers assume most all county attorneys participate in the Project in the next few years and the AG's Office handles 161 referred cases per year, which is the five-year average for the period 2002-2006.)

These time savings are significant for the Division. The attorney supervisor not only manages twelve area prosecutors, he also carries his own caseload. This time savings of approximately 40 hours/year will allow him to devote more time to prosecuting serious crimes. The Division has one legal secretary and one victim witness coordinator, so the time savings of about 80 hours for each of these individuals is substantial.

Table Four demonstrates that the \$25,000 investment will be recovered in about three fiscal years. If fewer county attorneys participated in the Project in the coming years, the recovery time would be longer.

#### **Section 4. Auditable Outcome Measures.**

1. Improved Customer Service. Since county attorneys refer criminal cases to the AG's Office, they are, in a sense, "customers." Because the data exchange proposed here would be two-way, county attorneys would save time (and money) when they jointly prosecuted a case with the AG's Office. This outcome could be measured by the actual number of cases prosecuted jointly and an estimate of time saved by county attorneys in each case.

2. Citizen Impact. The impact on Iowans is a more efficient and effective manner of prosecuting serious crimes referred by county attorneys. This outcome could be measured by the cost savings outlined in Enclosure 1 and described in section 3.

3. Cost Savings. Actual cost savings would be measured by the actual number of cases referred by county attorneys in the Project and an estimate of time saved by the AG's Office in each case.

4. Project Engineering. The project is computer programming and will be completed by consultants, with the assistance of staff from the AG's Office.

5. Source of Funds. The source of funds would be 100% from the pooled technology fund, with some staff time provided by staff from the AG's Office.

6. Tangible/Intangible Benefits. The tangible benefits have been described. An intangible benefit would be more effective criminal prosecutions across the state because county attorneys would be exchanging information with the AG's Office that is not currently being shared.

Enclosure One, Financial Analysis Spreadsheet to Return on Investment (ROI)  
 Program Funding Application

Agency Name: Iowa Attorney General  
 Application Name: Law Enforcement Data Exchange Project

Table One: Estimated Project Cost

	FY09	FY10	FY11	FY12	FY13
Development and Implementation Costs	\$25,000	\$0	\$0	\$0	\$0
Recurring Costs	\$0	\$0	\$0	\$0	\$0
Total Costs	\$25,000	\$0	\$0	\$0	\$0

Table Two: Percentage of Costs From

General Fund	
Federal or other funding	100
Pooled Technology Fund	

Table Three: Projected Reduction in Expense

For Requesting Agency	\$7,767	\$8,311	\$8,560	\$8,817	\$9,081
For Other State Agencies	\$0	\$0	\$0	\$0	\$0
TOTAL Cost Reductions	\$7,767	\$8,311	\$8,560	\$8,817	\$9,081

Table Four: Calculated Estimated Return on Investment

Total projected cost from table one	\$25,000	\$0	\$0	\$0	\$0
Total projected cost reductions from table three	\$7,767	\$8,311	\$8,560	\$8,817	\$9,081
Projected Net Benefit to the State of Iowa	-\$17,233	\$8,311	\$8,560	\$8,817	\$9,081

**Program Narrative**

**Program Abstract**

**Applicant:** Muscatine County, Iowa on behalf of Iowa County Attorneys Case Management Project

**Project Title:** Data Exchange Development/Implementation Project

**Amount of Funding Requested:** \$231,996.00

**Project Category:** Category VI--Facilitating Justice Information Sharing

This project is intended to build upon the current success in development and implementation of data exchanges between members of the Iowa County Attorneys Case Management Project and other criminal justice agencies throughout Iowa by developing and implementing data exchanges in a test environment, and ultimately distributing those exchanges to the member counties. Data Exchanges will be developed using National Information Exchange Model (NEIM) or Global Justice XML Data Model (GJXDM) uniform data standards data standards, and transmitted using SOA (Service Oriented Architecture) through Iowa's Service Bus where it will be delivered to the end points. The exchanges developed will be reusable, developed for real time data exchange and used to improve the business processes at the end points. Key deliverables will include successful development and implementation of data exchanges including criminal case information and criminal appeal information exchanged between project members and the Iowa Attorney General's Office; implementation of a new SQL Server and upgrades to case management software (including data conversion), at the Iowa Attorney General's Office; and implementation of case management software for new counties wishing to join the Iowa County Attorneys Case Management Project. Project coordination will occur using members of the various agencies involved in the project.

**Category VI: Facilitating Justice Information Sharing****Problem: (15 points)**

The Iowa County Attorneys Case Management Project (ICoACMP) consists of a group of county prosecutors, bound together in a 28E Agreement, who are dedicated to improving the efficiency, reliability and services to prosecutors offices across Iowa, as well as improving services provided to victims, and to other justice agencies with whom the prosecutors work.

This is being accomplished by adopting common case management applications to integrate with word processing, calendaring, imaging and which have the ability to exchange data with other justice agencies. The use of common case management applications has greatly improved the ability of ICoACMP members to process cases more timely, more accurately, as well as providing better use of resources for case history and record retrieval. Additionally, members recognize the value of being able to reuse and add to data already used in the criminal justice process and are committed to being a part of that process. Today, 20% of Iowa's counties, serving 30 % of Iowa's total population, are involved in the ICoACMP and additional counties have expressed interest in joining the ICoACMP. The ICoACMP members include counties from all areas of the state and a wide range of populations. The ICoACMP works with other justice agencies involved in Iowa's Criminal Justice Information System (CJIS) initiative to develop exchanges of information necessary to the justice process in Iowa. The ICoACMP has made great strides in improving the work processes in the prosecutor's offices, and we hope to continue expanding our membership to one day include all or nearly all counties in the state. In order to accomplish that, we must overcome some challenges. One of the largest of these challenges is funding assistance for new counties who have indicated a desire to participate.

Iowa's county prosecutors are county employees--not state employees--and are under local authority for funding, staffing, etc. Iowa has 99 counties. Each county elects a county attorney every four years, and the county attorney (as well as staff) can be full-time or part-time.

Currently, nearly half of Iowa's county attorneys are part time. This results in a huge disparity in terms of staff, equipment and available financial resources. Some counties, such as Polk County (Iowa's largest county) use computerized equipment, including main frame data systems to help manage the county attorneys caseload, along with staff dedicated to that purpose and have a budget which includes technology items. On the other end of the spectrum, in counties such as Crawford County (one of Iowa's many smaller population, rural counties), the county attorney is a part-time prosecutor, with only part-time staff and no technology budget. Often the part-time prosecutors operate the county attorney's office out of their private practice office because there is no dedicated office space, with privately-owned equipment and private office staff. Deadlines associated with cases (criminal, juvenile or civil) are frequently hand-tracked on a paper calendar or on the files themselves rather than more useful tools such as computerized records wherein the information is available to more than one person at a time, or reusable. Participating in the ICoACMP allows those counties to have a server dedicated to the prosecutors' caseload as well as a support network of other users to assist them in education, updates, development of data exchange, etc. Implementation for new counties consists of hardware requirements, which for many of the rural counties means purchasing, configuring and using a client/server computer configuration for the first time. Many of these counties have no on site technical professional to assist them, and must rely upon private vendors to assist them. Prosecutors' offices in general in Iowa are under funded, particularly in the rural counties, as there is no mandated amount or formula that must be budgeted for the prosecutor's office. Prosecutors in Iowa are barred by

statute from charging for their services. This results in budgets that are many times severely under funded, staff has minimal or no training, and the communication with their urban neighbors is oftentimes little or non-existent. Utilizing the power of computerization, including common applications, strong communication through email, web based trainings, web based support, etc. allows these rural counties to improve their efficiency, and level of service to their citizens. It also allows for more accurate reporting of their caseloads so that trends in crime and family issues can be tracked more specifically and more accurately. No matter what the size of the jurisdiction, counties state that lack of financial resources is the largest roadblock to participating in the ICoACMP.

A second, growing challenge for ICoACMP members is the lack of technical expertise to assist in further development of data exchanges. To date we have relied upon internal resources to develop the programming necessary to extract and import data involved in our initial data exchange projects into the case management application (ProLaw) utilized by most of the member counties. However, we have strained that resource to its limits, and ICoACMP members need to find alternative resources for the technical programming skills necessary for ongoing development of the data exchanges. The Iowa legislature has been responsive to the CJIS effort in Iowa, and has appropriated funding for the state agencies to develop exchanges; however *no* funding stream currently exists for local agencies such as county attorneys. Our request for funding includes contracting for technical resources to develop and implement programming for data exchanges involving county attorneys to/from other criminal justice agencies. Funding is critical to accomplish the necessary programming now while the state agencies have funds to complete their portion of the data exchange development.



The third component of this funding request is to provide funding for the Attorney General's Office to upgrade their current ProLaw database to a version that utilizes Extensible Markup Language (XML). This will require conversion of the data currently in their database, a SQL server, some additional customization of the SQL based database, and training of the users. This is necessary because the Iowa Attorney General's Office works closely with the county prosecutor's offices in several areas. First, the Area Prosecutions Division (APD) assists county prosecutors in the most serious felonies, or when a prosecutor feels they lack the skills and/or resources necessary to successfully prosecute a difficult case. They also prosecute cases wherein the county attorney has a conflict. In 2006, the division assisted or prosecuted 154 cases. Currently, a tremendous amount of resources are expended in keeping the Attorney General's Office informed of the status of the case, coordinating subpoenas or other documents, notifying them of victims in the case, as well as notifying them of upcoming court dates and other matters related to the prosecution. Recently, Van Buren County (one of the ICoACMP members) experienced a horrendous crime in which a man murdered his parents and his three sisters. Van Buren County enjoys its rustic status—it is the only county in Iowa to have no stoplights located anywhere in the county. It is a three-hour drive from Des Moines, the State Capitol. As Van Buren's prosecutor is a part time prosecutor, he requested the assistance of the Iowa Attorney General's Area Prosecutions Division in this case and they successfully won a conviction. If a data exchange had been in place for this prosecution to assist in the sharing of information, it would have greatly reduced functions that took days or weeks to mere seconds--and saved paper, toner, postage, personnel hours, etc.

The Area Prosecutions Division also handles the Sexually Violent Predator Unit. This unit handles civil commitment proceedings of sexually violent predators when their criminal

sentences expire. In 2006, the unit handled 85 cases. This necessitates that the county prosecutor's office of the originating charge send the file to the Sexually Violent Predator Unit. Depending on available resources, this can take days or weeks and involves multiple steps, people, and most importantly, time. Having the information available to provide to the unit electronically and in real time would be a tremendous savings in resources and time.

Another area that the county attorneys assist the Iowa Attorney General's Office is criminal appeals. Currently, the county prosecutor provides information to the Attorney General about the underlying case, as well as victim information for cases on appeal from the lower courts. In 2006, there were 748 criminal appeals or post conviction relief cases in Iowa. Again, the amount of resources expended in providing the Attorney General's Office with the information they require to defend the conviction is considerable both in terms of supplies, postage and in personnel time, and is done within a very short time period so that the Attorney General's Office can respond to the appeal. The ability to electronically transfer this information in real time would result in significant savings of both resources and personnel time.

One of the areas county prosecutors work most closely with the Attorney General's Office is the Crime Victim Assistance Division. This division assists crime victims with out-of-pocket expenses suffered by the victims of crime. County prosecutors in Iowa are the registration point for victims. In turn, they provide victim information to the Crime Victim Assistance Division to help them assist victims of crime if the victims seek that assistance. Again, the current paper-based process is time-consuming and labor-intensive, as well as a large consumer of paper, toner, postage, etc. Electronically sharing this information would result in a tremendous savings of resources in terms of supplies and personnel and reduce the amount of time needed to provide the Crime Victim Assistance Division with the needed information.

Funding the move of the Iowa Attorney General's Office Prolaw application to the SQL based application will benefit them and all of Iowa's prosecutors by allowing their participation in Iowa's CJIS initiative, and leveraging the experience and skills of ICoACMP members to assist the Iowa Attorney General's Office in fully implementing the database, developing customizations, templates, training, etc.

**Program Design and Implementation: (30 points)**

**Goals/Objectives:**

Our goal is to improve services to current and future ICoACMP members, as well as our other justice partners and the citizens throughout Iowa. This will be accomplished by providing funding assistance for:

- technical (programming) resources to develop two data exchanges between ICoACMP members and other justice partners.
- hardware and software for five new counties wishing to participate in the ICoACMP.
- implementation of XML based case management software (ProLaw) at the Iowa Attorney General's Office and conversion of legacy data.

**Design and Proposed Implementation:**

This project is designed to improve or enhance the sharing of information within Iowa's criminal justice system. This will be accomplished by improving our processes to share justice information within and among Iowa's justice partners, both local and state. This will also result in improvement in Iowa's prosecutorial function effectiveness and efficiencies at the state and local levels.

Two exchanges will be developed for exchange of data between ICoACMP members and other criminal justice partners. 1) Secure technical assistance through the use of RFP's or other open

competitive process, 2) Develop programming for data exchange using key document identifiers to facilitate the ability to track a person, incident or case and using Iowa's CJIS adopted standards and transmitted using secured Service Oriented Architecture in real time. Further, exchanges must be reusable, 3) Implement data exchanges in test environments, and test data exchanges through Iowa's CJIS Service Bus, 4) Purchase and installation of SQL servers, where necessary, for new counties, 5) Purchase of application licensing and maintenance and installation of application of choice for new counties, 6) Training and implementation assistance for new counties, 7) Purchase and installation of SQL Server for Iowa Attorney General's Office, 8) Conversion of legacy data to new version of ProLaw for Iowa Attorney General's Office, 9) Customization, training and implementation assistance for Iowa Attorney General's Office

**Capabilities/Competencies: (25 points)**

Muscatine County is the fiscal agent for the Iowa County Attorneys Case Management Project. The ICoACMP is governing by a governing board, consisting of a voting member representative from each participating county and in various working groups on tasks for the benefit of the entire group, including an implementation team. The ICoACMP is administrated by an experienced, full time project administrator, who works closely with other justice partners to work toward Iowa CJIS objectives, as well as more central project issues. Member counties will participate in development of the data exchanges, development of the RFP's, and other deliverables in this project. The Iowa Attorney General's Office will also contribute to the success of this project through the use of four personnel,. Resources allocated to this project are committed to seeing a successful completion of the tasks outlined.

**Budget: (10 points) – see attached Budget sheet**

**Impact/Outcomes, Evaluation, and Sustainment: (20 points)**

Effectiveness of this project will be demonstrated by

- successful implementation of an .XML based application of ProLaw at the Iowa Attorney General's Office.
- successful development of two exchanges involving ICoACMP members and the Attorney General's Office
- deployment of the data exchanges at the Iowa Attorney General's Office and two ICoACMP member counties in a test environment using web services for the secure exchange of data.
- membership in the ICoACMP will increase from the present 20 member counties to 25 members

Efficiencies will be measured in the number of data transfers for specific data exchanges at the sites deploying the data exchanges developed as a part of this project compared to resources used without utilizing the data exchanges for like purposes.

ICoACMP members and their Iowa justice partners recognize the importance of having the capability to exchange data throughout the justice process and to reuse data originating from another justice agency. We are committed to the Iowa CJIS effort, and continue to explore ways to fund data exchange development. ICoACMP members have made the commitment to fund a project administrator to assist the members in moving forward and providing consistency in this effort. Currently we are also exploring options to provide ongoing technical assistance for data exchange development and for technical support beyond the scope of the application vendor (due to our customizations) or the technical knowledge of the project administrator. By involving more of our in house technical resources in the communications with the vendor(s) who will complete the programming, we hope to gain more internal skills for the future exchange

developments. We will continue to build on our partnerships with various state agencies, and with the Iowa Association of Counties, and an affiliate of that group, consisting of a number of IT personnel employed at the county level, including several of our ICoACMP member counties. We will continue to seek avenues available to fund a legislative appropriation or some other ongoing method of funding for the local agencies (county attorneys as well as local law enforcement).

The funding of the Data Exchange Development and Implementation Funding Project will provide needed assistance for multiple identified areas of need for the Iowa County Attorneys Case Management Project.

**Milestones:**

Conversion of Legacy Data from Iowa Attorney General's Office Sybase version of ProLaw to version 11.6 of ProLaw using Microsoft SQL Server 2005.

Move of Iowa Attorney General's Office database to new SQL2005 server

Identification of data and business rules needed to complete and implement data exchange between members of the Iowa County Attorneys Case Management Project and the Iowa Attorney General's Office.

Customization of case management applications used by CoACMP members and the Attorney General's Office to accommodate any changes needed to the user interface to facilitate the data exchanges.

Programming to extract data from or insert data into project member databases as a part of the data exchanges.

Development and implementation of Information Exchange Package Documentation (IEPD), schemas, web services, etc. needed to complete the implementation of the data exchanges.

Standing up of web services at each end point for the data exchanges

Testing of the exchanges through Iowa's CJIS Service bus

Increase in membership of the Iowa County Attorneys Case Management Project from the current 20 member counties.

Installation of new hardware if necessary, in new counties to facilitate the implementation of either ProLaw or Judicial Dialog, and web services. This could also include any additional RAM needed for servers for existing member counties for implementation of web services.

Implementation of case management application of choice (ProLaw or Judicial Dialog) in the new counties.

### Attachment 3

#### Deliverables and Milestones

Deliverable	Estimated Due date	Responsible party
Conversion of legacy data from Iowa Attorney General's Office Sybase version of ProLaw to version 11.6 using Microsoft Server 2005 ProLaw database	1-Nov-07 15-Oct-07	Attorney General's Office & ProLaw Attorney General's Office
Move of Iowa AG's database to the new server	1-Nov-07	Attorney General's Office & ProLaw
Customization of Attorney General's ProLaw to include identified fields requested for exchange of data with ICoACMP members	30-Nov-07	Attorney General's Office, ICoACMP Proj Admin and/or ProLaw
Training on ProLaw for AG's Office members	15-Dec-07	to be determined by Attorney General's Office
Development and distribution of RFP for contract services for development and implementation of 2 data exchanges (may be contracted separately)	1-Nov-07	ICoACMP Proj Admin & Attorney General's Office
Identification of business rules needed to complete and implement data exchange between members of the ICoACMP, Attorney General's Office, and other justice partners	1-Jan-08	ICoACMP & Attorney General's Office
Customization of user interface of applications to ICoACMP members and Attorney General's Office as necessary to accommodate exchange of data	30-Jan-08	ICoACMP & Attorney General's Office
Development and Implementation of IEPD's, schemas, domain models, web services, and other documentation needed to complete the implementation of data exchanges.	1-Mar-08	CJIS (participation by ICoACMP, Attorney General and other justice partners)
Award of RFP for contracting services for development of data exchanges between members of the ICoACMP, Attorney General's Office, and other justice partners	1-Feb-08	ICoACMP & Attorney General's Office
Development (programming) necessary to implement data exchanges as previously described	1-May-08	vendor(s) winning award of RFP contract
Award of RFP for contracting services for implementation of web services at Attorney General's Office and ICoACMP members	15-Jun-08	ICoACMP & Attorney General's Office
necessary	1-Jul-08	vendor winning award of RFP contract
Implementation of data exchanges developed as part of this project at Attorney General's Office and test counties for ICoACMP	1-Aug-08	ICoACMP and vendor winning award of RFP contract
Testing of data exchanges implemented through the CJIS service bus	15-Aug-08	CJIS (participation by ICoACMP, Attorney General and other justice partners)
Deployment of data exchanges at remaining ICoACMP counties	15-Oct-08	vendor winning award of RFP contract
Participation documentation received from new counties	1-Apr-08	ICoACMP Proj Admin and new counties
Purchase and Installation of Servers (if needed), licensing, etc. for new member counties	15-Jun-08	New counties
member counties	30-Jun-08	vendors of applications



Training for new county members on their case management application (ProLaw or Judicial Dialog)	1-Aug-08	ICoACMP and/or vendors of applications
Purchase and Installation of RAM if necessary, at member counties, to facilitate web services	30-May-08	ICoACMP members